



Capability Based

Planning

SYNTHESIS GROUP

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Proposed CBP Terminology



- Mission: purpose (objectives and endstate) assigned to the commander.
- Endstate: set of conditions, behaviors, and degrees of freedom that defines achievement of the commander's mission.
- Effect: a change in a condition, behavior, or degree of freedom.
- Capability: ***"The ability to achieve a desired effect under specified standards and conditions through combinations of means and ways to perform a set of tasks"***
- Task: an action or activity (derived from an analysis of the mission and concept of operations) assigned to an individual or organization to provide a capability
- CONOPS: overall picture and broad flow of tasks assigned to subordinates/supporting entities within a plan by which a commander maps capabilities to effects to accomplish the mission for a specific scenario.
- Scenarios: assumptions about the political-military context, including the adversaries, friendlies, and neutrals.
- Conditions: variables of the operational environment including scenario that affects task performance.
- Standards: quantitative or qualitative measures for achieving the levels of performance of a task

Outbrief: Capabilities Based Planning- The Road Ahead

**Working Group # 2 Report:
Taxonomy, Lexicon and
Implementation**

October 19-21

Alexandria, VA

Chairs:

Mr. Chuck Werchado

Dr. Clayton Bowen

Observations - Results



- Lexicon

- Capabilities Based Planning: A top-down competitive approach to weigh options within resource constraints in order to address risks and exploit opportunities across a spectrum of challenges.

[- Slight mod to Oct 2004 DPA&E brief to COCOMs & MORS]

- Capability: The ability to achieve an effect to a standard under specified conditions through multiple combinations of means and ways to perform a set of tasks.

- Joint Concept Development and Revision Plan TOR

Group comment: Can we define capability in terms of effects without a concept of operations?

- Effect: A change to a condition, behavior, or degree of freedom



MORS

Capabilities-Based Planning Workshop

Working Group 3 Report: Adaptive Planning

Definition



“Adaptive Planning is the systematic, on-demand creation and revision of executable plans, with up-to-date options, as circumstances require.”

AP Concept approved by SecDef & JCS for development

Cross Cutting Findings



- **Agreed, operable definitions** are essential for analysts to effectively support CBP to meet leadership expectations and to acquire systems
 - Significant time and energy spent reinventing definitions
 - Fundamental disagreements about **how to use “task” in CBP**
 - Complexity vs. streamlined
- Each Ally and Service has implemented a different **CBP framework**
 - Linking to evolving Joint framework has been difficult
- Most CBP presented focused on traditional challenge
 - Modeling issues in the traditional challenge area
 - Lack accepted models for other three challenge areas
 - Accepted models and data are lacking for many of the capability areas.
 - Stability operations, interagency integration, etc.
- Those activities with the most positive impact are broad, inclusive, collaborative, and facilitate **data sharing**
 - **Databases and tools**

Adaptive Planning



- Adaptive planning is a cross-cutting process which is informed by and informs other CBP aspects
- Most of the work in kinetic traditional quadrant
- COCOMs need to collaborate to do adaptive planning
 - Email and VTCs are not adequate
 - Lack of tools, collaborative environment, data
 - Lack of common terminology
 - Classification
- Pool of adequately trained analysts and planners is small
- Need early assessment of course of actions
 - Valuable to determine infeasibility early in COA assessment

Outbrief: Capabilities Based Planning- The Road Ahead

**Working Group #1 Report:
Methodology**

October 19-21

Alexandria, VA

Chairs & Advisors:
Dr. Bart Bennett
Lt Col Darren Durkee
Dr. Mark Gallagher
Dr. Greg McIntyre



Approach: Discussions

- Map methodological areas into:
 - Tasks, standards, conditions
 - Challenges: traditional, irregular, disruptive, catastrophic
 - Classes of models
 - 20 joint capabilities (7 cross-functional, 13 operational)

Observations - Results (1 of 3)



- Mapping to frameworks hampered by lack of **common lexicon**
- Methodologies for determining measures dependent on level of analysis
 - At strategic level, relies on professional military judgment
 - At **capability** level, measures can be determined by considering **effects, tasks, methods, DOTMLPF**
 - **Measures** should be uniform and quantifiable across options and contexts at a certain level although weighted by context
- Human factors models need development (increasingly important!)
 - Perception models
 - Cognitive models
 - Decision models
 - Behavioral models
 - Social/organizational models

Observations - Results



- Lexicon
 - Standard: The minimum proficiency required in performance of a task..
 - Conditions: A variable of the environment that affects task performance
 - Means and Ways:
 - People, Ideas, Things (Boyd)
 - DOTMLPF (US) (**does not include Info Mgmt, R&D, Policy and Concepts**)
 - PRICIE (CAN):
 - Personnel - (including PD and Leadership)
 - Research & Development/Ops Research
 - Infrastructure & Organization
 - Concepts/Doctrine & Collective Training
 - Information Technology Infrastructure
 - Equipment, Supplies & Services
 - Lines of Development (UK)

The Elephant in the Room



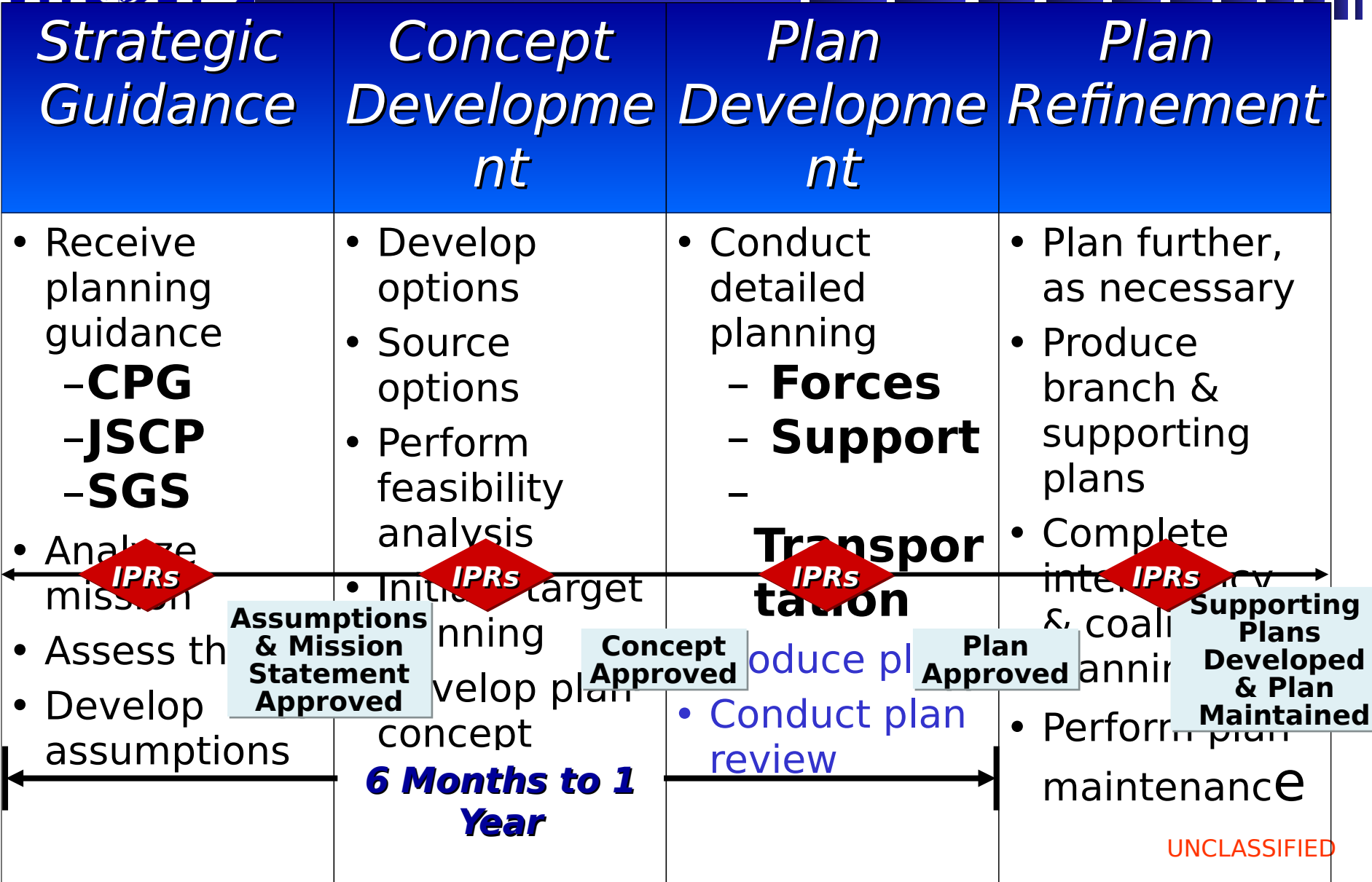
- The issue of **Effects versus Tasks**
- Question:
 - Can you do capabilities based planning without doing the mission analysis that brings us to the resolution level of “tasks?” [Top Down vs. Bottom Up preconception]
 - Group discussion identified that some organizations consider them integral and some do not, and there are clear advantages to conducting mission analysis

Conclusion



- There is a wide range of definitions of the terms used in Capabilities-Based Planning, but there is a good consensus on the approach to take in conducting that analysis.
- This is good in the sense that the common processes are more important than common labels, but a **common CBP language is the logical next step** in its development, to improve our ability to collaborate on and compare analyses.

The Prototype Process



Conclusions



- Capabilities Based Planning Informs and is Informed by Adaptive Planning
 - Adaptive Planning informs the Department on what capabilities are required in the near term (2 years) and where near-term investments might be made
 - COCOM Planners are the customers for Joint Capability “packages”
 - Thus, DOD needs a common set of tools and data bases to jointly serve the planning and programming community
- The Analytic and Planning Communities Need to Be More Tightly Linked
 - Training, Organization, Personnel Management
- More Emphasis Is Needed on the Irregular, Catastrophic, and Disruptive Quadrants – Thinking, Process, and Tools
- Adaptive Planning crosscuts and enables all capability areas
 - As such, it currently has no forcing function to cause these other capability areas to integrate their efforts with AP